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ACTION AF-01

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	H-01	TEDE-00	INR-00	IO-16	L-01	ADS-00	NEA-01
	NSAE-00	NSCE-00	OIC-02	OMB-01	PA-01	PM-01	PRS-01
	P-01	SNP-00	SP-00	SS-00	TRSE-00	T-00	USIE-00
	SA-01	RPE-01	/040W				

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R 241537Z JAN 94
FM AMEMBASSY KIGALI
TO SECSTATE WASHDC 5579
INFO USMISSION USUN NEW YORK
USDAO YAOUNDE CM
USDAO PARIS
DIA WASHDC//CH-4//
SECDEF WASHDC
USCINCEUR VAIHINGEN GE
AMEMBASSY ADDIS ABABA
AMEMBASSY DAR ES SALAAM
AMEMBASSY DHAKA
AMEMBASSY BRUSSELS
AMEMBASSY BUJUMBURA
AMEMBASSY KAMPALA
AMEMBASSY KINSHASA
AMEMBASSY PARIS

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E.O. 12356:OADR:DECL.
TAGS: MOPS, PREL, PINS, RW
SUBJECT: UNAMIR'S BUDGET PROBLEMS - OPERATING IN THE RED

REF: KIGALI 4551

1. CONFIDENTIAL - ENTIRE TEXT.

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UNITED STATES DEPARTMENT OF STATE
REVIEW AUTHORITY: JOHN L. MILLS
DATE/CASE ID: 20 NOV 2002 200003723

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2. THIS IS THE SECOND IN A SERIES OF CABLES PROVIDING ANALYSIS OF UNAMIR'S (UNITED NATION'S ASSISTANCE MISSION IN RWANDA) OPERATIONS.

3. SUMMARY. PROVISIONAL BUDGET OF USD 38 MILLION APPROVED FOR UNAMIR THROUGH 4 APRIL 1994; YET, NO FISCAL AUTHORITY GIVEN TO UNAMIR'S CHIEF ADMINISTRATIVE OFFICER WITH WHICH TO USE ALLOCATED FUNDS. UNAMIR'S BORROWING OF LIMITED UNDP FUNDS NOT ENOUGH; SUPPLY AND EQUIPMENT SHORTAGES CONTINUE. DESPITE BUDGETARY PROBLEMS, DALLAIRE PUSHES FORWARD WITH UNAMIR'S MISSION AND BEGINS PLANNING OF PHASE TWO OPERATIONS. END SUMMARY.

BUDGET APPROVED WITHOUT FINANCIAL DISBURSING AUTHORITY

4. ECONOFF MET WITH THE CHIEF ADMINISTRATIVE OFFICER (CAO) FOR THE UNAMIR FORCES ON 19 JANUARY TO DISCUSS UNAMIR'S CURRENT BUDGET CRISIS. THE CAO SAID THAT ALTHOUGH THE UN ADVISORY COMMITTEE ON ADMINISTRATIVE AND BUDGET QUESTIONS (ACABQ) AND THE FIFTH COMMITTEE IN THE GENERAL ASSEMBLY HAD APPROVED A PROVISIONAL BUDGET FOR
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UNAMIR'S OPERATIONS TEN DAYS AGO, THE UN COMPTROLLER HAS STILL NOT GIVEN THE CAO IN RWANDA THE FISCAL AUTHORITY TO USE THE BUDGET. ACCORDING TO THE CAO, ONLY WHEN THE BUDGET IS APPROVED BY THE GENERAL ASSEMBLY (EXPECTED SOMETIME IN MARCH OR APRIL) WILL THE COMPTROLLER ISSUE THE FINANCIAL AUTHORITY TO EXPEND FUNDS. WITHOUT FINANCIAL AUTHORITY, THE CAO HAS HAD TO BORROW MONEY FROM UNDP TO MEET THE BASIC NEEDS OF THE FORCES ON THE GROUND.

PROVISIONAL BUDGET NOT ENOUGH TO MEET OPERATIONAL NEEDS

5. THE PROVISIONAL BUDGET APPROVED FOR UNAMIR'S OPERATIONS WAS USD 38 MILLION FOR 5 OCTOBER 1993 TO 04 APRIL 1994, SOME 13 MILLION LESS THAN WAS INITIALLY REQUESTED IN THE MISSION'S BUDGET PROPOSAL OF USD 51.2 MILLION. THE CAO THOUGHT THAT THIS BUDGET WOULD BE REVIEWED AGAIN BY THE TWO U.N. BUDGET COMMITTEES SOMETIME IN FEBRUARY BEFORE BEING FORMALLY PRESENTED TO

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THE GENERAL ASSEMBLY FOR FINAL APPROVAL. THE GENERAL ASSEMBLY IS EXPECTED TO VOTE ON THE PHASE ONE AND TWO BUDGET SOMETIME IN MARCH OR APRIL WHEN UNAMIR IS ABOUT TO BEGIN PHASE THREE OF ITS OPERATIONS.

6. THE CAO SAID THAT OF THE USD 38 MILLION IN THE PROVISIONAL BUDGET, HE WAS ONLY GIVEN USD 13 MILLION FOR ALL LOCAL THIRD LINE SUPPORT, INCLUDING FOOD, SUPPLIES, EQUIPMENT, SPARE PARTS, AND SALARIES/PER DIEM. IN HIS ESTIMATES, THIS BUDGET ALLOCATION WOULD NOT BE ENOUGH TO MEET OPERATIONAL REQUIREMENTS.

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7. THE CAO SAID THAT THERE IS A HUGE GAP DEVELOPING BETWEEN OPERATIONAL REQUIREMENTS AND THE ADMINISTRATIVE ELEMENT'S ABILITY TO PROVIDE THE NECESSARY LOGISTICAL SUPPORT. SINCE THE FIELD OPERATIONS DIVISION IN NEW YORK IS NOT AUTHORIZED TO KEEP STOCKS OF SUPPLIES, UNAMIR IS SUPPOSED TO BUILD UP ITS OWN STOCKS TO MEET THE LOGISTICAL NEEDS ON THE GROUND. YET, UNAMIR'S CHIEF SUPPLY OFFICER SAID THAT WITHOUT A BUDGET, HE HAS NOT BEEN ABLE TO BUILD UP GENERAL STORES OF SUPPLIES TO MEET THE PROJECTED PHASE TWO NEEDS OF THE FORCE.

8. UNFORESEEN COSTS RELATING TO ILL EQUIPPED TROOPS HAS

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SUBJECT: UNAMIR'S BUDGET PROBLEMS - OPERATING IN THE RED

COMPOUNDED UNAMIR'S CURRENT BUDGET PROBLEMS. THE CAO SAID THAT MOST OF THE BANGLADESHI TROOPS FOR EXAMPLE ARRIVED IN KIGALI WITH ESSENTIALLY ONE UNIFORM AND NOTHING ELSE. UNAMIR THEREFORE HAS HAD TO BUY SUPPLIES AND EQUIPMENT LOCALLY FOR THESE MEMBERS OF THE FORCE CONTINGENT. THE COST OF SUPPLIES AND EQUIPMENT, HOWEVER, IS QUITE HIGH SINCE MOST ARE IMPORTED INTO RWANDA.

9. AS FOR THE VEHICLE SHORTAGES MENTIONED IN REFTTEL, THE CAO SAID THAT UNAMIR'S BUDGET DOES NOT PROVIDE FOR THE PURCHASE OF VEHICLES. INSTEAD, UNAMIR IS WAITING FOR 260 VEHICLES TO BE SENT FROM THE UN OPERATION IN CAMBODIA, OF WHICH 50 VEHICLES ARRIVED 19 JANUARY. THE CAO COMMENTED, HOWEVER, THAT THE MAJORITY OF THE VEHICLES UNAMIR HAS RECEIVED ARE IN BAD CONDITION, WITH LITTLE OR NO PREVIOUS MAINTENANCE. THE CAO ESTIMATED THAT AT LEAST 20 PERCENT OF THE VEHICLES RECEIVED WILL HAVE TO BE JUNKED WITH THE REST REQUIRING CONSIDERABLE COSTLY

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REPAIRS.

DESPITE LOGISTICS, DALLAIRE KEEPS MOMENTUM GOING

10. RATHER THAN LETTING POLITICAL MANEUVERING DICTATE
THE COURSE OF EVENTS, GENERAL DALLAIRE SAID HE PREFERS
"TO TAKE BOLD ACTIONS NOW, DESPITE RESOURCE CONSTRAINTS"
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TO BEGIN PREPARATIONS FOR DISARMAMENT, FORCE
INTEGRATION, AND DEMOBILIZATION. DALLAIRE SAID THE KEY
IS TO KEEP THE MOMENTUM GOING FORWARD. THEREFORE EVEN
THOUGH A TRANSITION GOVERNMENT STILL IS NOT IN PLACE,
THE GENERAL HAS BEGUN PLANNING PHASE TWO OPERATIONS.
UNDER PHASE TWO, UNAMIR IS RESPONSIBLE FOR THE SECURITY
OF KIGALI AND THE TRANSITION GOVERNMENT OFFICIALS AND
BEGINNING PREPARATIONS FOR DISARMAMENT, DEMOBILIZATION,
AND FORCE INTEGRATION.

11. DALLAIRE SAID HE WAS CONCERNED ABOUT INTELLIGENCE
REPORTS THAT INTERHAMWE YOUTH GROUPS AND PALIPEHUTU WERE
BEING TRAINED AT VARIOUS SEPARATE SITES ALONG THE
SOUTHERN BORDER. TO PROTECT HIS SOUTHERN FLANK AND
ENSURE THAT EXTREMISTS ELEMENTS DO NOT DESTABLIZE
KIGALI, THE GENERAL HAS DECIDED TO PULL SOME OF HIS
MILITARY OBSERVERS FROM THE DMZ RATHER THAN WAITING FOR
THE ARRIVAL OF MORE FORCES TO TEMPORARILY STAFF A NEW
SOUTHERN SECTOR HEADQUARTERS AT BUTARE. THE BUTARE
HEADQUARTERS OBJECTIVE WILL BE "TO KEEP AN EYE ON
REPORTED EXTREMISTS ACTIVITIES". A NEW COMMAND ELEMENT
OF OBSERVERS IS ALSO BEING SET UP IN RUHENGERI TO
MONITOR THE ACTIVITIES OF RIGHT WING MRND AND CDR IN
THAT AREA.

12. IN PREPARATION FOR PHASE THREE DISARMAMENT, SITES
FOR TROOP ASSEMBLY POINTS AND TRAINING CENTERS FOR THE
NEW INTEGRATED FORCE HAVE BEEN PROPOSED TO BOTH SIDES
AND ARE UNDER CONSIDERATION. FOLLOWING CONCURRENCE OF
THE GOR AND RPF AND UPON THE ARRIVAL OF THE ENGINEERING
TEAMS, PREPARATIONS AT THESE SITES WILL BE UNDER WAY,
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ALBEIT WITH LIMITED LOGISTICAL SUPPORT.

COMMENT:

13. UNAMIR IS FUNCTIONING ON A SHOESTRING WITH BORROWED FUNDS. DESPITE THESE CONSTRAINTS, UNAMIR HAS PLAYED A CRUCIAL ROLE IN CONTAINING VIOLENCE WHEN IT HAS OCCURRED AND IN KEEPING BOTH THE GOVERNMENT AND THE RPF FOCUSED ON THE PROCESS OF PEACE ACCORD IMPLEMENTATION. YET AS THE OPERATION ENTERS INTO PHASE TWO, UNAMIR WILL NEED BETTER BUDGET/LOGISTICAL SUPPORT FOR ITS TROOPS AS THEY BEGIN THE DIFFICULT TASK, IN COOPERATION WITH THE GOR,

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SUBJECT: UNAMIR'S BUDGET PROBLEMS - OPERATING IN THE RED

OF BRINGING RPF AND GOR FORCES TO THEIR ASSEMBLY POINTS
FOR FORCE INTEGRATION AND DEMOBILIZATION. RAWSON

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